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ABSTRACT

Providing current information on the status of the School Management Options Project (involvement by the end of Fiscal Year 1975 of at least one-fourth of the Bureau of Indian Affairs, BIA, schools in a management system chosen by their American Indian clients), this report presents information relative to the BIA's overall strategy for project implementation and the results of project implementation during 1975. Specifically, this report includes the following: (1) BIA Central and Area Office responsibilities; (2) a summary of the January 1976 Area Project Managers Meeting; (3) an overview of the Project's 1975 external evaluation; (4) an explanation of the way in which the Presidential Secretarial Objective is to be achieved; (5) the spin-off results of the BIA's information dissemination package (use by BIA Agency and Area personnel and Indian advisory school boards, increased parent participation in school matters, and college requests for the materials); (6) problem areas (Area/Agency Office difficulties in obtaining formal tribal resolutions and in presenting the contracting option as only one of several options); (7) a Bureau-wide summary of the control of Indian education in BIA schools (1975); (8) the Indian Self-Determination and Education Assistance Act and its effect upon the Project; (9) the BIA's operating plans for the Presidential/Secretarial Objective information system (time frame). (JC)

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RESEARCH AND EVALUATION REPORT SERIES NO. 29.07

CONTROL OF INDIAN EDUCATION IN BIA SCHOOLS

A PROGRESS REPORT

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SEPTEMBER - JANUARY, 1976

RC009416

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PREFACE

This progress report will bring you up to date on the status of the School Management Options project in terms of 1) the Bureau's overall strategy for the continued implementation of the project, and 2) the results achieved in FY 1975.

The School Management Options project has been designated by the Secretary of Interior to continue into FY 76 as a Management Options project will further be emphasized and strengthened with the implementation of P.L. 93-638.

United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D. C. 20245

IN REPLY REFER TO:

NOV 25 1975

MEMORANDUM

To: All Area Directors
Attention: Assistant Area Directors (Education)

From: Commissioner of Indian Affairs

Subject: BIA/Departmental Objective School Management Options

The above project will be continued this year as an objective by the Department and the Bureau of Indian Affairs. For the 1976 FY the objective reads as follows:

> Obtain Tribal Resolutions concerning the management systems to be used in 50 Bureau schools and implement the FY 1975 resolutions.

In reviewing the situation with special reference to PL 93-638, I believe that the School Management Options project has special importance. This is one project that has developed a systematic process for turning Federal operations over to tribal control and because of this, I am giving it my strong support.

I am asking that each of you make a special effort to support this project and to work with Central Office, Agency and school personnel to achieve the maximum support.

With the high priority which I have assigned to this project, a member of the Central Office Education Activity will monitor the Bureauwide progress and I encourage you to cooperate fully with the internal monitoring that will be conducted.

Thank you for your cooperation and I will keep you apprised of progress and problems.

Morris Thompson

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PROJECT RESPONSIBILITIES

To implement the School Management Options project, the Bureau of Indian Affairs has mobilized its resources to accomplish the following major tasks:

Central Office:

- Development of overall strategy (including monitoring and evaluation).
- Developing training package
- Preparing Area Offices in the use of the training package

Area Offices:

- Development of detailed Area strategies and operating plans
- Developing tribal and/or community level strategy (including scheduling of activities and presentations)
- Making presentations to tribal governments, schools boards and communities
- Development of needs assessments strategies
- Developing strategies for securing tribal resolutions with respect to the School Management Options
- Assist tribes in implementing school management decision

OPTIONAL FORM NO. 10
JULY 1973 EDITION
GSA FPMR (41 CFR) 101-11.6

UNITED STATES GOVERNMENT

Memorandum

TO : Area Directors
Attention: Assistant Area Directors (Education)

DATE: January 19, 1976

FROM : Administrator, Indian Education Resources Center

SUBJECT: Summary of Area Project Managers Meeting, January 7 and 8, 1976 - School Management Options

The January meeting of the Area Project Managers was held in Albuquerque and proved to be very productive with vital input coming from the Area Project Managers present. The following items cover the highlights of the meeting:

1) Objectives for the meeting were:

- Review P.L. 93-638 as it will be instrumental in implementing the Secretarial Objective for the Remainder of FY 1976
- Review findings and recommendations of External Evaluators
- Review and revise Central and Area Office Operational Plans
- Identify target schools for FY 1976
- Evaluate effectiveness of Filmstrip/Tape Training Package
- Review and modify, if necessary, the reporting process
- Review proposed monitoring by Central Office of Area and Agency activities
- Identify problems encountered by Area and Agency Offices and work cooperatively to resolve these problem areas if possible

2) Dr. Benham opened the meeting by explaining the significance of the School Management Options project in assisting Indian people achieve community control of their schools. In addition, the School Management Options project has been designated as a Secretarial Objective for FY 76, thus assuring the Bureau's continued high priority and emphasis in implementing the project. Dr. Benham further emphasized that the future of the Objective is strengthened with the implementation of P.L. 93-638, which is the most significant piece of legislation passed in recent years in behalf of Indian people.

5010-110

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

3) Dr. Rosenbluth presented the briefing made to Interior UnderSecretary Frizzell recently. The briefing emphasized the projects results and can be read in its entirety in Appendix A: UnderSecretary Briefing, of Research and Evaluation Report Series No. 29.07.

4) Dr. Campanelli explained the relationship of P.L. 93-638 as it specifically affects the Secretarial Objective. It should be noted that the systematic approach designed for implementation of the Objective can be used in recording progress and developments in the implementation of P.L. 93-638.

5) Findings and Recommendations by Wayne Pratt of the National Indian Training and Research Center, Tempe, Arizona, and Dr. George Underwood of Underwood and Associates, Tulsa, Oklahoma were presented to the Area Project Managers. Individual sessions were later scheduled between the Evaluators and Project Managers.

6) The Central Office Operational Plan was revised with input from Area Project Mangers. Please refer to Attachment A for the revised Central Office Operational Plan.

7) The Filmstrip/Tape Series was evaluated in terms of effectiveness for FY 76 and recommendations were made for developing additional training information. One of the recommendations was that a new introductory tape be developed incorporating appropriate information of P.L. 93-638.

8) The monitoring process was discussed and it was recommended that the reporting procedure remain as it presently exists. Should you have any questions concerning the monitoring system, please refer to the Research and Evaluation Report Series No. 29.06.

9) On-site program review of the Area Office's activities will begin in mid-February by Central Office personnel. Criteria to be used in this program review will be forthcoming.

As mentioned earlier, the meeting was very productive and it is hoped that a similar meeting can be held in March or April.

Should you have any questions or comments, please do not hesitate to write or call Mr. Lyle Elton of this office.

Neil J. Berg

Attachment

AGENDA

JANUARY MEETING OF AREA PROJECT MANAGERS
SCHOOL MANAGEMENT OPTIONS

WHEN: Wednesday and Thursday, January 7 and 8, 1976

WHERE: IERC Large Conference Room, Albuquerque, New Mexico

WEDNESDAY, JANUARY 7

9:00 AM	Welcome and Introduction Dr. William J. Benham
9:15 AM	Summary of Briefing made to Interior UnderSecretary Zell Dr. Henry Rosenbluth
9:30 AM	Presentation and Discussion of Objectives for this Meeting Lyle Elton
9:45 AM - 10:45 AM	P.L. 93-638 as it affects the Secretarial Objective Dr. Peter Campanelli
10:45 AM - 11:00 AM	COFFEE BREAK
11:00 AM - 11:30 AM	Overview of N.I.T.R.C. - Findings and Recommendations Mr. Wayne Pratt
1:00 PM - 1:30 PM	Overview of Underwood and Associates Findings and Recommendations Dr. George Underwood
1:30 PM - 3:15 PM	Individual briefing sessions will be arranged so that Area Project Managers can review and discuss findings and recommendations with External Evaluators.
3:15 PM - 4:00 PM	Period to be utilized in discussing the Evaluator's Findings and Recommendations

THURSDAY, JANUARY 8

9:00 AM	Review and Revision of Central Office Operating Plan Lyle Elton and Project Managers
	Submission of Area Office Operational Plans
	Identify Target Schools
10:30 AM	COFFEE BREAK
10:45 AM - 12:00 PM	Review of Filmstrip/Tape Series
	a. Critical Review and Discussion
	1. Content
	2. Appropriateness
	3. Revisions
12:00 PM	LUNCH
1:00 PM	Review of the Monotoring Process Lyle Elton
1:45 PM	Problem Areas encountered by Area Offices Area Project Managers
2:30 PM	BREAK
2:45 PM - 4:00 PM	WRAP-UP

OVERVIEW OF EXTERNAL EVALUATORS FINDINGS
PRESENTED TO THE AREA PROJECT MANAGERS

In May of 1975, negotiations were completed to evaluate the effectiveness in which the Bureau of Indian Affairs disseminated information regarding the School Management Options available to Indian people. Contracts for this study were let to:

1) The National Indian Training and Research Center of Tempe, Arizona to evaluate the Western Area Offices, and
2) George Underwood Evaluation and Research of Tulsa, Oklahoma to evaluate the Eastern Area Offices.

The following comments are general in nature and final copies of this study will be available for distribution in the immediate future:

- It was generally agreed upon that there was a tremendous variation in the nine Area Offices studied.
- Of those respondents who indicated that they had heard of the Presidential/Secretarial Objective, they indicated that they had been made aware by the following sources: Area Office personnel, 55%; tribal council, 9%; BIA publication, 14%, local news media, 7%; Indian community members, 5%; school publication, 2%, and tribal publication, 7%. It is evident that the major source of information regarding the Presidential/Secretarial Objective was Area Office personnel. As noted in the survey data summary table, of the eight possible sources of information regarding the Objective, Area Office personnel were cited as the source 55% of the time.

- When the respondents were asked if they were in a position to decide which management option system they preferred, 64% felt that they were, with 36% indicating that they were not able to decide their preference.
- Of those respondents who indicated an awareness of the Objective, 45% indicated that they had been given BIA-prepared presentations, with 55% indicating they they had not been given a presentation. Of those respondents who had been given the BIA training packet, 60% indicated that the material adequately explained the management options, with 40% indicating that it did not.
- Of those respondents who indicated awareness of the Presidential/Secretarial Objective, 57% indicated that they were in agreement with the Objective, with 43% indicating that they were not in agreement. When respondents were asked whether implementation of the Presidential/Secretarial Objective would lead to termination, 59% expressed a feeling that it would lead to termination with 41% feeling that it would not.

Analysis of the survey data generally agree quite closely with the observations made by the research team in the scores of interviews they had conducted in the four Areas under consideration. It was clear to the research team that, when people were aware of the Presidential/Secretarial Objective, it was the Area Office personnel who were the source of information, as opposed to tribal councils or other potential sources. Further, of those who had been given the BIA-prepared training packet, approximately two out of three persons felt that the material contained in the packet explained the management options adequately.

It should be noted that 64% of the respondents indicated that they had sufficient information upon which to make a preference of one of the management options available. It appears that, if a formal presentation is made to members of the target populations, that they do, in fact, obtain sufficient information regarding management options.

APPENDIX A
UNDERSECRETARY BRIEFING

PRESIDENTIAL/SECRETARIAL OBJECTIVE
SCHOOL MANAGEMENT OPTIONS

During FY 75, the Interior Department implemented the "Secretarial Operational Planning System (OPS)." In essence, this amounts to achieving accountability through management by objectives. The following objective was provided to the Department and accepted as a Secretarial Objective for the BIA Education activity for FY 75 and was later adopted as a Presidential Objective:

> *By the end of FY 75, at least one-fourth (50) of the Bureau schools, by official action of a Tribal or Alaskan Village Government, a choice of the Management System will be made by those served by the schools.*

The school management objective is a direct thrust in implementing the policy of "Self-Determination" as related to the Bureau's Education program. At the heart of Self-Determination in Education is the control of schools. Control consists of three essential aspects of a school operation: (1) budget, (2) personnel, and (3) curriculum. To have basic control of a school, the community must have legal control and responsibility for budget, personnel and curriculum. There are other aspects of control, but basically, these three provide community control of a school.

The BIA has for several years been involved in turning over to Indian communities control of education activities. This objective is designed to provide structure to the process of turning control of education over to Indian people.

Program development for the objective was approached in such a manner as to reflect the belief that such a decision should be an informed one. To make a decision about the management system for a school, the best and most reliable information possible should be provided to the decision-makers. Consequently,

a process approach was developed which would make it possible for Indian people to make informed decisions concerning the management system for their schools.

The steps in the process are as follows:

(1) Identification of schools

(2) Presentation of program to Indian People

(3) Conducts needs assessment for that school

(4) Provide needs assessment information to Indian People for decision-making purposes

(5) Obtain formal resolution for decision from Indian People

(6) Follow-up at that particular school

Another important aspect of the approach is that it is basically educational and contains the mechanism for improving the school. It is organized in such a manner that makes it possible for the school to identify their educational needs, determine which management option they desire, then, follow-up according to identified goals and needs. The management system selected by a community or school board can take the results of the needs assessment and start improving the educational situation for that school. Basic improvement of the quality of education for a school is an important part of the approach.

The Presidential/Secretarial Objective provided to the education activity of the Bureau of Indian Affairs in Fiscal Year 1975 will be continued into Fiscal Year 1976. However, the Objective will no longer be considered a Presidential Objective but will continue as a Departmental Objective.

FY 76 Objective:

> *By the end of Fiscal Year 1976, at least 50 of the Bureau operated schools, by official action of a Tribal or Alaskan Village Government, a choice of the School Management System will be made by those served by the schools.*

Spin-Off Results

A number of wide-ranging and interesting events have happened in the utilization of the informational package in unexpected ways. While these outcomes were unplanned as part of the Objective itself, they were not completely unanticipated since the series represents the first known effort at a comprehensive and objective compilation of information on the several possible management options. Several key benefits are:

(1) The information package has been used in training BIA Agency and Area personnel. In addition, local Indian Advisory School Boards have requested the use of the materials for use in training their members.

(2) Increased parent participation in school matters primarily brought about because presentations have been made to entire communities and not limited to school boards.

(3) Colleges and universities have requested use of the series in their programs for Indian students.

Problem Areas

Several major concerns have surfaced during the end of fiscal year 1975. Key concerns are as follows:

- *Formal Tribal resolutions are difficult to obtain for most Agency and Area Offices. Most Tribal governments are reluctant to pass resolutions especially if they have elected to remain a federally-operated school.*

- *Area Office personnel have expressed concern with Central Office staff that Tribes are viewing the School Management project only as a contracting option. As a result, many Tribal governments and organizations are hesitant to participate. Such is the case for the Navajo Area, whereby the Tribal Chairman declared a two year moratorium on all contracting. A concerted effort will again be made to inform Tribal governments and other Indian organizations that contracting is only one option available to them.*

BUREAU-WIDE SUMMARY
CONTROL OF INDIAN EDUCATION IN BIA SCHOOLS
FY 75

PARTICIPATING AREA OFFICES	NUMBER OF PARTICIPATING SCHOOLS	NUMBER OF DECISIONS MADE: FEDERAL MANAGEMENT OPTION CHOSEN	NUMBER OF DECISIONS MADE: TRIBAL-PRIVATE MANAGEMENT OPTION CHOSEN	NUMBER OF DECISIONS MADE: PUBLIC SCHOOL OPTION CHOSEN	NUMBER OF DECISIONS MADE: COMBINATION MANAGEMENT OPTION CHOSEN
ABERDEEN	15	14	1		
ALBUQUERQUE	4	4			
ANADARKO	5	5			
EASTERN	9	9			
JUNEAU	17	9	1	3	
MUSKOGEE	5	0			
PHOENIX	22	22			
PORTLAND	1	0			
SACRAMENTO	0	0			
TOTAL	78	63	2	3	

BUREAU-WIDE SUMMARY
CONTROL OF INDIAN EDUCATION IN BIA SCHOOLS
FY 76

PARTICIPATING AREA OFFICES	NUMBER OF PARTICIPATING SCHOOLS	FEDERAL MANAGEMENT OPTION CHOSEN	TRIBAL-PRIVATE MANAGEMENT OPTION CHOSEN	PUBLIC SCHOOL OPTION CHOSEN	COMBINATION MANAGEMENT OPTION CHOSEN
ABERDEEN	9				
ALBUQUERQUE	3				
ANADARKO	5				
EASTERN	6				
JUNEAU	9				
MUSKOGEE	5				
PHOENIX	22				
PORTLAND	1				
TOTAL	60				

P.L. 93-638 as Related to Objective

It is important to note that with the recent issuance of regulations for P.L. 93-638, Indian Self-Determination and Education Assistance Act strengthens Tribal contracting for school operations. Contracting is one of the school management options by which Indian tribes can fully exercise their right to plan, conduct, and administer a program for the benefit of their enrolled members. However, it is important to note that there will be no effort to pressure Tribes to contract for their schools. P.L. 93-638 clearly leaves to Indian Tribes the initiative in making requests to contract if they so desire.

Other points in P.L. 93-638 that will strengthen the School Management Options project include:

- *Granting authority to Indian Tribes to plan the manner in which it wishes to operate a program or portion thereof.*

- *Inter-governmental Personnel Act which provides for Tribal governments to direct activities of Bureau employees.*

UNITED STATES
DEPARTMENT OF THE INTERIOR APPENDIX B

OPERATING PLAN – PRESIDENTIAL/SECRETARIAL OBJECTIVES
SECRETARIAL INFORMATION SYSTEM

Objective: FY 76 - Obtain Tribal Resolutions concerning the Management Systems to be used in 50 Bureau schools and implement the Fiscal Year 1975 Resolutions.

Project Manager	Title	Org.
Dr. Dave Warren	Acting Director Office of Indian Education Programs	

DATE OF PLAN	REVISED (date)
7-1-75	1-8-76

LEAD-PERSON	MAJOR TASKS	PLN. VS. ACT.	TIME FRAME START	TIME FRAME END	RSRCS.
Dr. William Benham	Develop Overall Strategy for FY 76	P	7-1-75	10-1-75	
		A	7-1-75	12-1-75	
Dr. Tom Hopkins	Preparation of Area Office personnel for use of training package.	P	8-1-75	11-1-75	
		A	8-15-75		
Area Directors	Develop Area strategies and operating plans	P	8-15-75	1-15-76	
		A	1-15-76		
Dr. Tom Hopkins	Implement monitoring process to provide weekly and monthly reports of progress of presentations and related action.	P	7-15-75	9-30-76	
		A	7-15-75		
Area Directors	Develop tribal and/or community level strategy	P	9-1-75	10-15-75	
		A	9-1-75	2-1-76	
Area Directors	Presentations to tribal groups, school boards, and communities.	P	9-1-75	5-1-76	
		A	9-1-75	5-1-76	

KEY ACTIONS OR DECISIONS	BY	DATES PLN.	DATES ACT
Strategy Approval	Commissioner	12-1-75	
Confer with Assistant Area Directors (Education) to arrange training sessions.	Tom Hopkins	8-15-75	
Approval of Area Operational Plans	Commissioner	2-1-76	
Strategy to be developed by Area and agency staffs in cooperation with tribal officials.			
Identify participating schools	Area Directors		

OPS NO. 8

DEPARTMENT OF THE INTERIOR

OPERATING PLAN – PRESIDENTIAL/SECRETARIAL OBJECTIVES
SECRETARIAL INFORMATION SYSTEM

Objective: FY 76 - Obtain Tribal Resolutions concerning the Management Systems to be used in 50 Bureau schools and implement the Fiscal Year 1975 Resolutions.

Project Manager	Title	Org.	DATE OF PLAN	REVISED (date)
Dr. Dave Warren	Acting Director Office of Indian Education Programs		7-1-75	1-8-76

LEAD PERSON	MAJOR TASKS	PLN. VS. ACT.	TIME FRAME START	TIME FRAME END	RSRCS.	KEY ACTIONS OR DECISIONS	BY	DATES PLN.	DATES ACT
Area Directors	Conduct Needs Assessment	P	11-1-75	4-1-76		Tribal or School Board agreement to undertake process with assistance available by Area and Agency staff.			
		A	11-1-75						
Agency Superintendent	Tribal Resolutions expressing School Management Decision.	P	2-1-76	9-30-76		Official Tribal Resolution passed by Tribal Government.	Tribal Government		
		A	2-1-76	9-30-76					
	Execution of School Management Decision	P	8-15-76	9-30-76					-19-
		A	8-15-76						
		P							
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